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ABSTRACT

Public Service Employment slots can be developed in three ways: (1) by establishing a pool of jobs into which trainees can be placed; (2) by developing individualized slots for each trainee; (3) by combining the pool and individualized approaches. In terms of administrative and cost efficiency, there is little difference between the pool and the individualized approach. The pool approach has several drawbacks from the employer's standpoint: some slots may be unfilled for long periods of time; some slots may be negotiated with the business manager, leaving the supervisor somewhat in the dark until the trainees are on the job and ready for his supervision. In terms of client outcomes, those in individualized slots are more likely to complete training, but there is no significant difference between the two groups in the rate of permanent placement. The best method of slot development is probably "individualized placement" within a pool of slots. (Included also are a list of tables and illustrations.) (Author)

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AN EVALUATION OF INDIVIDUALIZED AND POOL SLOT DEVELOPMENT FOR PUBLIC SERVICE EMPLOYMENT: *THE VERMONT EXPERIENCE*

Vermont Department of Employment Security

Madelyn Davidson, Commissioner

The Experimental and Demonstration Manpower Pilot Project on the Special Work Project for the Unemployed and Upgrading for the Working Poor

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AN EVALUATION OF INDIVIDUALIZED AND POOL SLOT DEVELOPMENT FOR PUBLIC SERVICE EMPLOYMENT: THE VERMONT EXPERIENCE

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PREFACE

In mid-1970, as a consequence of welfare reform legislation then pending in the United States Congress, the Vermont Department of Employment Security was chosen to test and document experimentation in the manpower training aspects of the proposed legislation. The overall objective of the resulting Experimental and Demonstration (E&D) Manpower Pilot Project was to explore the feasibility and value of alternative approaches and procedures for conducting the Special Work Project (Public Service Employment) for the unemployed and Upgrading training for the working poor, as a means of helping to develop guidelines and other knowledge required to facilitate and make more effective national implementation and rapid expansion of manpower projects aimed at enhancing the employability of heads (and other members) of low-income families.

The project thus had two major components within the overall project:

- "Special Work Project" whereby unemployed persons, by performing work (at public and private nonprofit agencies in the public interest) can develop job skills which enable them to obtain nonsubsidized (private or public) employment,

- "Upgrading training" whereby low-income employed persons ("working poor") can develop new job skills for which they receive increased salary.

More specifically the project:

- developed various designs for operating the two manpower programs,

- tested operating practices to identify smooth running procedures,

- tested the feasibility and relative effectiveness of alternative operating procedures,

-identified problems and issues central to the establishment and running of these programs,

-prepared technical materials and other aids for use in the programs,

-monitored and evaluated outcomes of activities,

-determined requirements for administration, facilities, staff and financing of the programs,

-established guides for determining how these programs might fit into the overall mixture of manpower programs and services at the local level,

-developed the necessary guidelines and manuals for effectively replicating the programs elsewhere,

-researched and documented the effect of the program on E&D manpower clients and,

-produced monographs on salient aspects of project experience, relevant to planning activities at the national level for implementation of welfare reform and/or public service employment programs.

The project was initiated on July 1, 1970, and terminated on October 31, 1973. Operation of the project was divided into the following segments:

July 1, 1970, through October 31, 1970: Planning, initiation, and startup,

November 1, 1970, through June 30, 1971: Operations limited to Chittenden and Lamoille counties,

July 1, 1971, through June 30, 1972: Statewide operations,

July 1, 1972, through June 30, 1973: Statewide operations,

July 1, 1973, through October 31, 1973: Evaluation, writing, printing and publishing.

FINAL TRAINEE SUMMARY — SPECIAL WORK

As of July 2, 1973	Number	Number	Number	Percentage of Total Enrollees
Total Special Work Enrollments		656		100%
Completed Training		430		65.6%
-Completed, Placed in Employment	307			46.8%
-Completed, Placed in Work Training	26			4.0%
Total Placements			333	50.8%
-Completed, Placed in Education or Skill Training	6			0.9%
-Completed, Awaiting Placement	91			13.9%
Terminated Training		226		34.4%
-Good Cause	99			15.1%
-Without Good Cause	127			19.3%

FINAL TRAINEE SUMMARY — UPGRADING

As of July 2, 1973	Number	Number	Percentage of Total Enrollees
Total Upgrading Enrollments		144	100%
-Completed Training		118	81.9%
Upgraded	114		79.2%
Not Upgraded	4		2.8%
-Terminated Training		26	18.0%
Good Cause	17		11.8%
Without Good Cause	9		6.2%

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SECTION I

INTRODUCTION

A. Background

The Vermont Experimental and Demonstration (E&D) Manpower Pilot Project had been operational for 22 months at the time this study was undertaken. During this period of time various approaches were used to develop work experience situations known as Special Work[1] "slots" within the E&D Project which are analogous to Public Service Employment (PSE) opportunities. It is necessary to develop Special Work slots for prospective participants to gain work experience and work habits in situations from which they might otherwise be barred because of lack of skills, insufficient experience or spotty work histories. The methods of slot or job development used were:

1. Pool Method: Whereby prospective employers were contacted by Manpower Specialists, who explained the program to them and the mutual benefits that could be derived from their

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1. Special Work Project: Whereby unemployed persons by performing work (at public and private nonprofit agencies) in the public interest can develop job skills which enable them to obtain nonsubsidized (private or public) employment.

participation. In this way a group of slots were subcontracted and available in which Employment Service Counselors could place prospective participants.

2. Individual Method: Whereby prospective employers were contacted by Manpower Specialists, who again explained the program to them and pointed out the benefits to be derived from their participation. However, this method entailed solicitation of employment for a particular individual with whom the Employment Service Counselor had been working.

3. Combination: This method of slot development was a combination of the above two methods whereby a Manpower Specialist may have received a commitment from an employer for a particular individual and the employer expressed a desire to have one or more slots that he would like to have filled in addition.

During the early stages of the project it was deemed necessary to have a variety of work opportunities available to select from for prospective participants. This approach left many slots that were subcontracted unfilled for a length of time or never filled, thus tying up funds that later had to be deobligated. As experience was gained more sophisticated techniques evolved using both the pool approach and individual approach as situations dictated.

B. Purpose of Monograph

The purpose of this study is to investigate the process of slot development based on the experience of the Vermont E&D Project. An analysis of the subcontracts written, correlated with outcomes of participants from the project data matrices should give insights to the relative merits of one method of slot development over another.

The investigation was approached from three discrete program areas to determine which of the methods of slot development is most effective.

1. Administrative and Cost Efficiency: Interviews were conducted with local office staff members and an analysis was made of the completed subcontracts to determine the effectiveness of each method of slot development in terms of administrative and cost efficiency.

2. Employer Relations: Interviews with field personnel about their experience with employers' reactions toward the program have been conducted. The responses from these interviews will be evaluated in the light of employer satisfaction based on slot development method utilized.

3. Client Outcomes: A cross-tabulation has been made between the client results and the method of slot development used

to develop the slot in which the client was placed. An evaluation of these statistics will show the effectiveness of each method of slot development.

The results of this study and its recommendations can serve as a guide for similar projects that may be conducted and for future Public Service Employment program planning.

C. Definition of Slot Development Methods

An explanation or definition of slot development methods as used in the context of the Vermont E&D Project will avoid confusion.

1. Pool Slot: A pool slot is not necessarily a number of slots in a single subcontract, but can be any slot that has been developed without a specific trainee in mind. This slot then becomes part of a "pool" of slots available to place participants into.

2. Individual Slot: An individualized slot is one that has been methodically developed for a specific individual after consultation with the employability team. The slot is developed by a Manpower Specialist taking into consideration the individual's background, qualifications, capabilities and interests as much as possible.

3. Combination Slots: A subcontract written with a combination of pool and individual slots uses the two methods of slot development in one subcontract. The subcontract may have been developed for a specific individual and at the same time the Special Work employer might want two more slots written into the same subcontract. These subcontracts are not written very frequently since the employability team may want the individual to commence immediately without waiting to fill the remaining slots in the subcontract.

SECTION II

SLOT DEVELOPMENT METHOD EFFECT ON ADMINISTRATIVE COST AND EFFICIENCY

In order to analyze the effect that the method of slot development may have on administrative costs and efficiency, two approaches were used. One approach was a series of interviews with local office personnel who had been involved with E&D activities, primarily Manpower Specialists. The second approach was an investigation of the subcontracts to determine administrative ramifications of the methods of slot development.

A. Length of Time to Develop Slot

Since the length of time required to develop a slot was not a consideration at the outset of the project, records were not kept to reflect this information. Therefore, the question was posed to Manpower Specialists in order to get an approximation of the time required to develop Special Work slots under each method. The answer to this question is conjectural, but a fairly good consensus of opinion was reached.

Manpower Specialists generally agree that it takes an average of five to six hours to develop a Special Work slot using the pool approach. This, of course, is not continuous time but actual hours spent from initial contact with a prospective employer to the time when the subcontract is signed and submitted to the Central Office for approval. Occasionally more time is spent on subcontracts of a new or an unusual nature or where a large number of slots are involved, but five to six hours is a good average.

In a few instances Manpower Specialists felt that the development of an individualized slot did not require a greater expenditure of time than a pool slot. However, the majority of Manpower Specialists agreed that an individualized slot required approximately 50% more time to develop than a pool slot. More time is required to develop an individualized slot since the Manpower Specialist has to become familiarized with the client's problems and needs, then determine which employers might possibly have slots available to meet the client's needs, then make contact with perhaps two or three potential employers before a suitable slot is developed. Other factors that affect the time involved are transportation and child care considerations depending on the area where the client resides.

B. Wasted or Unused Slot Time

Wasted or unused slot time is defined as time that is not used within a subcontract period for the following reasons:

1. The slot was not filled by a participant on the initial starting date of the subcontract.

2. The slot was filled on the initial starting date, but subsequently the participant terminated and the slot was not refilled.

3. The slot was filled and subsequently a trainee terminated; however time may have lapsed before the slot was refilled with a new participant.

4. A slot was filled but the participant lost time through illness or absenteeism, thus leaving unused time in the subcontract.

Discussions with E&D field personnel indicate a consensus of opinion that more time is unused in subcontracts that were developed on a pool basis than those developed on an individual basis.

An analysis of all subcontracts that had been written through September 10, 1972, was made to determine the administrative differences or similarities between subcontracts negotiated by each method.

There were 356 Special Work subcontracts that had been written at this time. Of this number 209 or 59% were developed using the pool slot approach and 139 of 39% had been developed as individualized slots, while 8 subcontracts or 2% used a combination of these two methods (See ILLUSTRATION 1). Of the subcontracts written there were a number that contained slots that were never filled:

Pool Subcontracts -	34	83%
Individual Subcontracts -	7	17%
Combined Subcontracts -	0	0%
TOTAL	41	100%

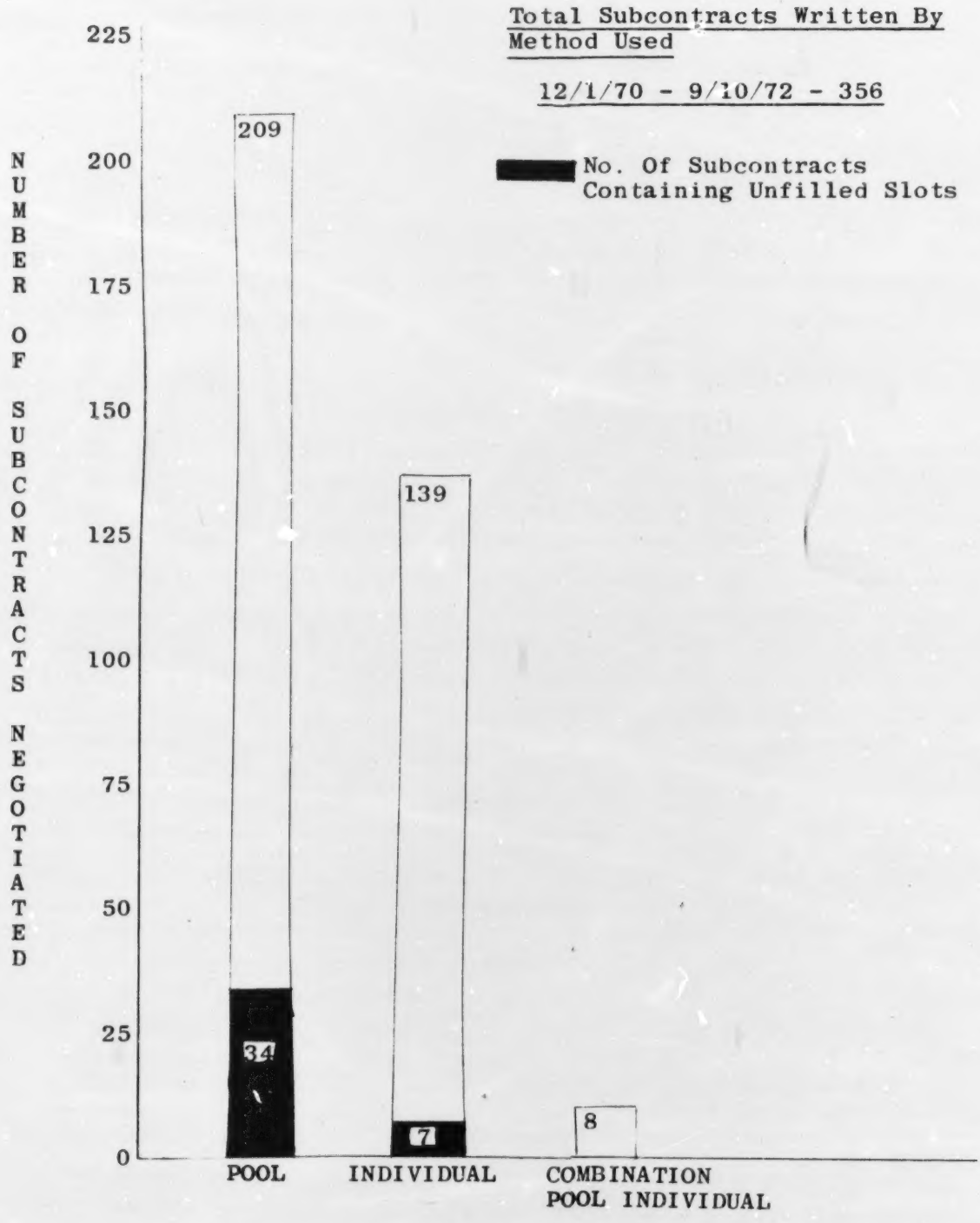

ILLUSTRATION 1

Of the subcontracts written by the pool method 16% contained slots that never had a participant while only five percent of these negotiated by the individual method contained slots that were never used.

There were 724 slots written in the above subcontracts. Of these 513 or 71% were in subcontracts developed on a pool basis, 191 or 26% on an individual basis, and 20 slots or three percent on a combination basis. (See ILLUSTRATION 2) Slots that were never filled are broken down thusly:

Pool Slots	50	86%
Individual Slots	8	14%
Combination Slots	0	0%
TOTAL	58	100%

This indicates that ten percent of the slots written on a pool basis were not filled while four percent of the slots written individually were not filled. Based on these figures there appears to be a significantly greater chance of a slot never being filled when developed on a pool basis.

An analysis was made of funds recovered from Special Work subcontracts that were completed. At the time this report was done 282 out of 356 subcontracts were completed and closed. TABLE 1 shows the number of subcontracts from which unused funds were recovered by groups of percentage of funds recovered in increments of five percent and segregated by slot development method. The amount that was recovered was that left in the subcontract after all billings had been received, and after subcontract amendments deobligating funds had reduced the original obligations. Obviously, if the original obligation before amendments had been used, the results would be somewhat different; this difference should be indicated in the analysis of amendments.

Based on TABLE 1 there is little significant difference in funds recovered either in terms of number of subcontracts or the percentage of subcontracts with funds recovered. Sixty-three percent of all subcontracts had 15% or less of recovered funds. Of these 179 subcontracts 47% were developed by pool method and 50% by individual method, while the combination method comprised 3% of this total.

TABLE 2 reflects the amount of funds obligated and recovered by method of slot development in terms of dollars. The dollars obligated were far greater, 68% against 28%, under the pool method of slot development than under the individual method. This is consistent with the total slots written by the pool method versus the individual method. Although the number of subcontracts with funds recovered (TABLE 1) showed no great variation

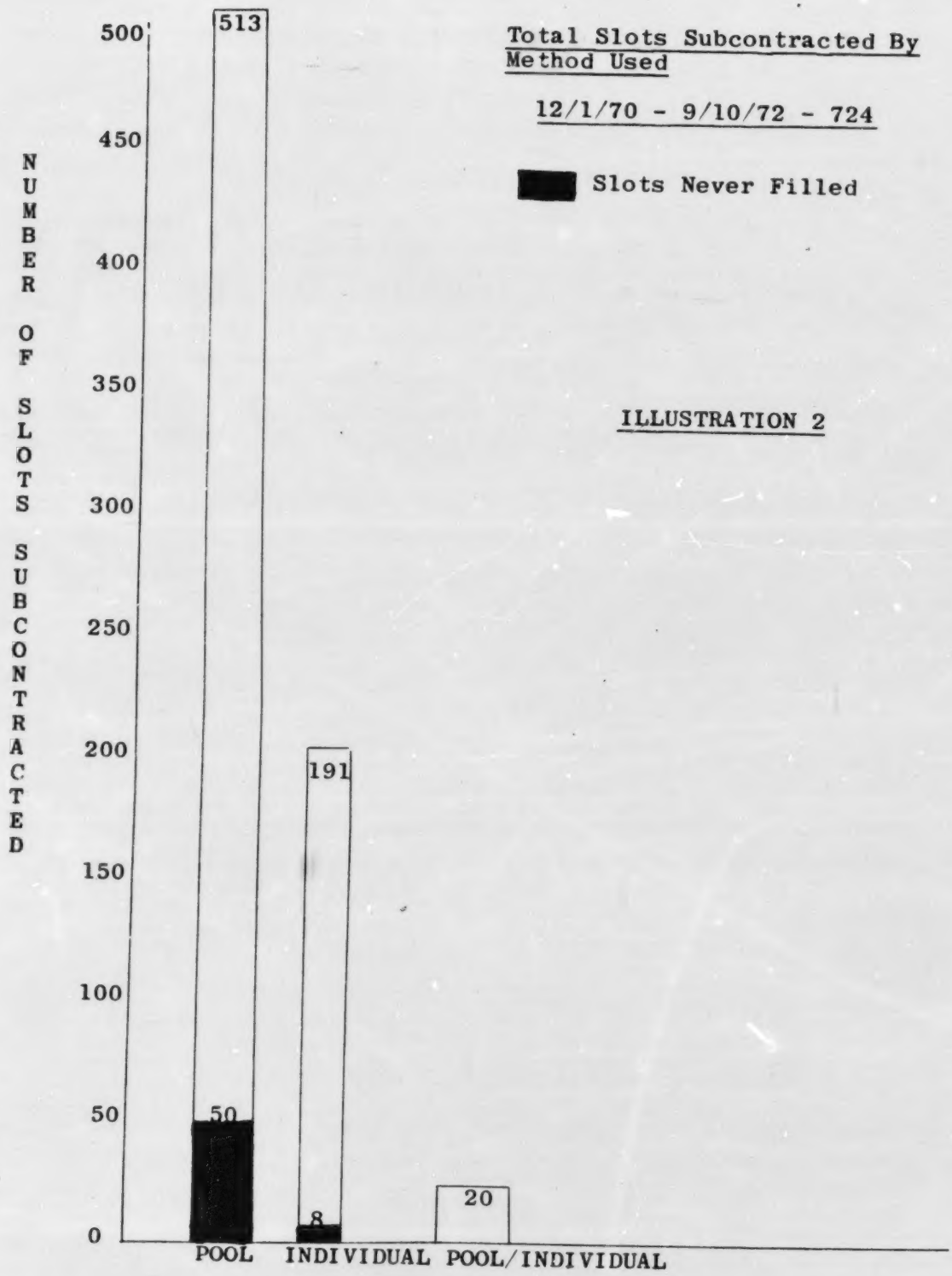

ILLUSTRATION 2

TABLE 1

Percentage of Funds Recovered By Slot Development Method*

Percent Recovered**	Number of Subcontracts by Method of Development						TOTAL	
	Pool		Individual		Pool/Individual			
	No.	%	No.	%	No.	%	No.	%
None Recov'd	28	44	36	56	0	-	64	
1-5	25	45	29	53	1	2	55	
6-10	17	59	11	38	1	3	29	
11-15	15	48	13	42	3	10	31	
16-20	8	53	6	40	1	7	15	
21-25	8	47	8	47	1	6	17	
26-30	6	60	4	40	0	0	10	
31-35	4	80	1	20	0	0	5	
36-40	7	70	2	20	1	10	10	
41-45	3	60	2	40	0	0	5	
46-50	3	43	4	57	0	0	7	
51-55	1	33	2	67	0	0	3	
56-60	1	50	1	50	0	0	2	
61-65	4	80	1	20	0	0	5	
66-70	1	50	1	50	0	0	2	
71-75	0	0	1	100	0	0	1	
76-80	1	100	0	0	0	0	1	
81-85	0	0	0	0	0	0	0	
86-90	0	0	0	0	0	0	0	
91-95	2	67	1	33	0	0	3	
96-100	12	71	5	29	0	0	17	
TOTALS	146	52	128	45	8	3	282	

*Completed subcontracts
**After all subcontract amendments deobligating funds

between the pool method and individual method, there is a huge variation in the amount of dollars recovered as shown in TABLE 2. The dollars recovered from subcontracts developed on a pool basis comprise 76% of the total recovered while the dollars recovered from subcontracts developed on an individual basis comprise only 19% of the total. Stated in other terms, the amount in dollars recovered from subcontracts developed using the pool approach represents 16% of the total dollars obligated while the amount recovered from subcontracts using the individual approach was only four percent of the total obligations. The significance of these data is that three times as many dollars were unused, yet tied up temporarily, on subcontracts that were developed on a pool basis compared to subcontracts that were developed on an individual basis.

C. Amendments to Subcontracts Necessitated by Method of Slot Development

A study was made to determine if more subcontract amendments were necessitated by one method of slot development over another, thus causing more administrative problems and time required to adjust the subcontracts. Subcontracts are amended to recover funds obligated when a slot has been unfilled for a length of time, or when an inordinate amount of time was lost through sickness or absenteeism. The recovered funds are then used for obligation on additional subcontracts.

Although a couple of Manpower Specialists felt that more amendments were required for subcontracts developed using the pool approach, most agreed that there was little difference in the number of amendments whichever method was used to develop the subcontract.

An analysis of the subcontracts shows that a somewhat higher percentage of amendments were made to subcontracts developed on a pool basis than to those developed on an individual basis. TABLE 3 illustrates that 148 amendments were made to the 282 subcontracts closed at this writing. Of these 86 or 58% were made to subcontracts developed by the pool method, and 58 or 39% were made to subcontracts using the individual method, while four or three percent of the amendments were made to subcontracts developed using the combination method. Additionally, of the 116 subcontracts that were written on a pool basis 86 or 59% required amendments, whereas 58 out of 128 or 45% of subcontracts under the individual approach were amended, and four out of eight or 50% of subcontracts using the combination approach were amended. There were considerably more dollars involved in the amendments to subcontracts developed by the pool method than in those developed by the individual method but this had no effect on the time involved. These data reveal that 14% more amendments are required for subcontracts developed on a pool basis than for those developed on an individual basis.

TABLE 2

Unused Funds Recovered Based
On Method of Slot Development*

Method of Development	Funds Obligated**		Funds Recovered		Funds Recovered as a Percent of Total Obligated
	Amount	Percent	Amount	Percent	
Pool	721,031	68	173,813	76	16
Individual	293,153	28	43,996	19	4
Combination Pool	51,388	5	9,412	4	1
TOTALS	1,065,572	100	227,221	100	21

*Completed Subcontracts Only
**Obligations After Amendments

TABLE 3

Special Work Subcontract Amendments
By Slot Development Method

Number of Amendments	Number of Subcontracts Amended							
	Pool		Individ.		Combined		Total	
	No.	%	No.	%	No.	%	No.	%
1	62	54	51	45	1	1	114	100
2	19	68	7	25	2	7	28	100
3	5	83	0	0	1	17	6	100
TOTALS	86	58	58	39	4	3	148	100

D. Conclusions

1. Estimates given by Manpower Specialists from direct interviews indicate an outlay of from five to six hours to develop a pool slot and from seven to nine hours to develop an individualized slot. This time can be translated into costs based on the salaries paid to Manpower Specialists in a given area.

2. The analysis of unfilled slots shows that there were three times the number of unfilled slots in subcontracts developed using the pool approach as opposed to subcontracts using the individual approach. In the area of unused time there appeared to be little difference in the number of subcontracts that had funds recovered regardless of the method of slot development; however, there were three times as many dollars recovered from subcontracts developed by the pool method as from those developed on an individual basis.

3. The analysis of amendments required based on slot development method indicates that 15% more amendments are required on subcontracts developed using the pool approach than on those developed using the individual approach.

SECTION III

SLOT DEVELOPMENT METHOD EFFECT ON EMPLOYER RELATIONS

A. Slot Development Method in Terms of Time Required to Fill Slots

At the beginning of the operational phase of the Vermont E&D Project a number of slots were developed using the pool approach in order to have a backlog of placement possibilities. Many of these slots were never filled or there was an extensive time lapse between the date the subcontract became effective and the date the slots were filled. Some employers became disgruntled over the fact that they had anticipated getting people as soon as the subcontract was effective, whereas there may have been quite a time lag before a participant was placed in a slot. As experience with the program was gained and subcontract negotiations were refined this problem diminished. Manpower Specialists more effectively coordinated subcontract starting dates with participant placements, although this problem will remain to some degree with slots developed on a pool basis.

Slots being unfilled is not a problem when the slot is developed for a particular individual, since the participant is ready and available as soon as the subcontract is effective. The only time a slot is unfilled on individualized slots is when a trainee terminates before the expiration of the subcontract and time elapses before the slot is refilled. However, employers have not expressed very much concern over this situation.

B. Supervisory Problems Encountered

Field personnel were asked their opinions regarding supervisory problems related to the method used in developing slots. Generally most staff members agreed that there was little difference in supervisory problems encountered between the individual slot development method and the pool slot development method.

Some staff members felt that a closer relationship existed between supervisors and participants in slots that were tailored for the individual than existed in slots developed on a pool basis. In any event, it is universally desirable to give the immediate supervisor some type of orientation prior to the commencement of a participant in a slot.

Data relevant to the question of supervisory involvement are shown in TABLE 4. Supervisors were asked to what extent they were involved in subcontract negotiations. Available information shows that of 109 supervisors responding 45% were involved and 55% were not involved. Further, only 41% of the supervisors were involved with subcontracts developed on a pool basis and 52% of supervisors were involved with subcontracts developed on an individual basis. These data are concurrent with statements made by field personnel that the immediate supervisor should be brought in during the early stages of subcontracts so that they are aware of what is going on. Many times the subcontract is negotiated with an employer without the knowledge of the supervisor, yet the supervisor may be the only contact the participant has in the organization. If the supervisor is resentful of the program in general or because he wasn't informed about it disastrous results may ensue.

TABLE 4

Role Of Supervisor In Negotiating
The Subcontract With Department Of Employment Security (DES)
For Clients' Job Slots

Method	Was Supervisor Involved? Yes		No		Total
Individual & Pool	5	62 %	3	38 %	8
Pool	33	41 %	47	58 %	80
Individual	11	52 %	10	48 %	21
TOTAL	49	45 %	60	55 %	109

C. Employer Satisfaction with Program

The Booz-Allen Report says,

> Manpower Specialists were asked to compare the individualized approach to slot development to the bulk or pool approach. Almost all stressed a preference for the individualized approach as a better means for ensuring client and employer satisfaction and maximizing the probability for completion. It was noted, however, that the pool approach was faster and often served employer needs to a greater degree.[1]

Most field personnel, when interviewed, felt that the individualized slots tended to offer more employer satisfaction than slots developed by the pool method, but if the employer was given a choice in the selection of participants within the pool slots the difference in satisfaction diminishes.

Generally the majority of employers were satisfied with the Special Work program whether the subcontract they had was developed by the individual method or by the pool method.

D. Conclusions

1. To the extent possible subcontracts with slots developed on a pool basis should have the starting dates coordinated with participant placements.

2. Employer/subcontractor worksite supervisory personnel should be brought into subcontract negotiations at an early stage to obtain their interest and cooperation. In addition, employer/subcontractor worksite supervisors should be given orientation regarding the Special Work program objectives and goals.

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[1] "Study of the Vermont Experimental and Demonstration Project," a report prepared by Booz-Allen Public Administration Services, Inc., Washington, D.C., for the Vermont Department of Employment Security, September, 1973.

SECTION IV

SLOT DEVELOPMENT METHOD EFFECT ON CLIENT SUCCESS OR FAILURE

A. Analysis of Follow-through Matrices and Subcontracts

An analysis has been made of the primary data matrices as well as the Follow-through matrices maintained in the Central Office by the project staff. The purpose of this analysis was to determine the relationship between completion and placement rates based on the method used to develop the Special Work slot into which the participant was placed for training. The Follow-through matrices were analyzed to see if a relationship existed between slot development method and the duration of placement. In addition, a breakdown has been made by Special Work employer and other than Special Work employer for initial placement to determine if there was an effect caused by the method of initial slot development.

B. Correlation of Slot Development Method and Client Completion and Placement Rates

At the time this study was commenced 432 clients had terminated from the E&D Project. The method used to develop the Special Work slots was applied to the last slot in which a participant was placed (many participants were placed in one or more slots) immediately prior to termination. The results of this correlation are presented in TABLE 5. This table shows that 64% of the participants who were in slots developed on an individual basis completed training, while 54% of those who were in slots developed on a pool basis completed training. The variation between those who completed and were placed is not great, 38% for individual slot development as compared to 40% for pool slot development. However, a significant factor is that for participants who completed and were not placed the rate was 23% for those in individualized slots and only 10% for those in pool slots. The main reason for this differential is that the figures are skewed by one large employer where slots were developed on a pool basis. The employer is Waterbury State Hospital where 38 participants were placed representing 22% of total placements at this time. Waterbury Hospital has a fairly high attrition rate and non-restrictive employment practices accounting for a fairly high participant placement rate.

An effort was made to determine whether placement is greater with Special Work subcontractors or with other than Special Work

training employers on initial placement depending on how the Special Work slot of the participant was developed. TABLE 6 indicates that a higher rate of initial placement with Special Work employers occurs with those employers who had subcontracts developed on a pool basis -- 52% of placements from pool slots -- than with those that had subcontracts developed on an individual basis -- 46% of placements from individual slots. Thirty days after termination 54% of individual slot placements were with other than SW employers while 48% of pool slot placements were with other than SW employer. This again is more than likely skewed by one or more large employers where pool slots have been developed and there is a better possibility of retention on the part of the Special Work employing organization.

C. Duration of Placement Based on Alternate Approaches to Slot Development

An analysis of the Follow-through matrices 30, 90 and 180 days after termination broken down by slot development method appears in TABLE 7. The table is based on information available at the time the study was done. The tables were done only for those participants who had completed training and were placed or not placed.

The tables show the labor force status 30, 90 and 180 days after termination. The numerals designating labor force status are as follows:

I - Not Employed, Unemployed

II - Employed With Initial Employer

III - Employed With Other Than Initial Employer

IV - In Another Training Program

V - Not Employed, Not In Labor Force

TABLE 7 gives an indication of the "permanency" of placements that were made. At the end of 30 days, 182 completers were reported (68% were from pool slots, 28% from individual slots and 4% from combination slots); of this group 130 were employed (70% from pool slots, 25% from individual slots, and 5% from combination slots). At the end of 90 days, 114 completers were reported (70% from pool slots, 25% from individual slots and 5% from combination slots); of this group 81 were employed (74% pool, 20% individual and 6% combination). At the end of 180 days, 67 completers were reported (72% pool, 21% individual and 7% combination); of this group 38 were employed (68% pool, 24% individual, and 8% combination). The percentage distribution stays fairly constant at the end of each period indicating that the permanency of placement is not significantly affected by the method used for initial slot development.

TABLE 5

Termination Status by Slot Development Method

TOTAL SLOTS FILLED BY TERMINATION STATUS	I/P	INDIVIDUAL	POOL	TOTAL
Completed - not placed	3-17%	23 - 23%	30-10%	56-13%
Completed - further training	1- 6%	3 - 3%	11- 4%	15- 3%
Terminated - with good cause	4-22%	16 - 16%	65-21%	85-20%
Terminated - without good cause	5-28%	21 - 21%	80-26%	106-25%
Completed - placed	5-28%	38 - 38%	127-40%	170-39%
TOTAL	18-101%	101-100%	313-101%	432-100%

TABLE 6

Initial Employer by Slot Development Method

INITIAL EMPLOYERS	I/P	INDIVIDUAL	POOL	TOTAL
Special Work Training Employer	5-50%	24 - 46%	88-52%	117-51%
Other Employer	5-50%	28 - 54%	80-48%	113-49%
TOTAL	10-100%	52-100%	168-100%	230-100%

TABLE 7

Slot Development Method by Follow-through Status

	Clients Who Completed Training, Either Placed or Not Placed	Total for Whom Information Available at 30 Days	30-Day Follow-through Status*				
			I	II	III	IV	V
POOL	157	123	19	89	2	2	11
INDIVIDUAL	61	51	12	32	0	2	5
INDIVIDUAL/POOL	8	8	1	7	0	0	0
TOTAL	226	182	32	128	2	4	16

	Clients Who Completed Training, Either Placed or Not Placed	Total for Whom Information Available at 90 Days	90-Day Follow-through Status*				
			I	II	III	IV	V
POOL	157	80	13	55	5	0	7
INDIVIDUAL	61	28	9	15	1	0	3
INDIVIDUAL/POOL	8	6	0	5	0	0	1
TOTAL	226	114	22	75	6	0	11

	Clients Who Completed Training, Either Placed or Not Placed	Total for Whom Information Available at 180 Days	180-Day Follow-through Status*				
			I	II	III	IV	V
POOL	157	48	11	23	3	2	9
INDIVIDUAL	61	14	4	9	0	0	1
INDIVIDUAL/POOL	8	5	1	3	0	0	1
TOTAL	226	67	16	35	3	2	11

* I = Not Employed, Unemployed
II = Employed With Initial Employer
III = Employed With Other Than Initial Employer
IV = In Another Training Program
V = Not Employed, Not In Labor Force

TABLE 8 and TABLE 9 show the same information broken down by the Special Work employer as the initial employer or other employer as the initial employer. Here again, the distributions remain fairly constant at each subsequent interval after termination indicating that duration of placements is not materially affected by method of slot development, regardless of whether the initial employer was the Special Work employer or other employer.

D. Client Satisfaction with Special Work Placement Based on Slot Development

A correlation was made between the method of slot development and client satisfaction based on pertinent responses from the Booz-Allen survey data. Of the 130 clients interviewed in the survey, information on slot development method was lacking in four cases. However, the remaining 126 clients are a sample sufficient for the purposes of this analysis.

TABLE 10 presents the results of the analysis using four main questions regarding the satisfaction of clients with their Special Work slot. In all areas except "Satisfaction with Supervisor" participants who were in individualized slots expressed slightly more satisfaction than those in pool-developed slots. The most significant variation occurred in the area of "Satisfaction with Pay Check" where 44% of pool respondents expressed satisfaction with the pay and 59% of the individual respondents were satisfied. More than likely these percentages are influenced by the fact that a large number of clients in the Booz-Allen study were in slots at Waterbury State Hospital. Forty-seven out of the 94 pool-slot respondents were at Waterbury State Hospital, representing 50% of this group. The supervisors at Waterbury had been well oriented and worked closely with the ES Aide.

E. Interviews with Field Personnel

During the interviews with field office personnel they were asked for their impressions regarding client success or failure based on the method of slot development used. In most instances field personnel felt than an individualized slot was more beneficial to client success than were those developed on a pool basis. However, one Manpower Specialist believed emphatically that the pool method proved to be more successful. His reasoning was that the subcontractors were given the opportunity to select the participant from two or three referrals. Thus, having made the ultimate choice, the employer was more prone to assist the trainee in achieving success than he would otherwise be.

Initially pool slots were written so that a reservoir of slots were available from which counselors could select training opportunities for prospective participants. Later in the project this technique was refined so that the contact with the employer was made, but the subcontract was not completed until a participant was selected to fill the particular slot. This

TABLE 8

Completers Placed and Completers Not Placed - SWP As Initial Employer

	Total for Whom Information Available at 30 Days	Clients Who Completed Training, Either Placed or Not Placed with SWP Employer	30-Day Follow-through Status*				
			I	II	III	IV	V
POOL	123	69	6	62	0	0	1
INDIVIDUAL	51	22	0	20	0	1	1
INDIVIDUAL/POOL	8	5	0	5	0	0	0
TOTAL	182	96	6	87	0	1	2

	Total for Whom Information Available at 90 Days	Clients Who Completed Training, Either Placed or Not Placed with SWP Employer	90-Day Follow-through Status*				
			I	II	III	IV	V
POOL	80	42	3	32	4	0	3
INDIVIDUAL	28	11	1	7	1	0	2
INDIVIDUAL/POOL	6	3	0	3	0	0	0
TOTAL	114	56	4	42	5	0	5

	Total for Whom Information Available at 180 Days	Clients Who Completed Training, Either Placed or Not Placed with SWP Employer	180-Day Follow-through Status*				
			I	II	III	IV	V
POOL	48	28	7	15	2	1	3
INDIVIDUAL	14	6	1	5	0	0	0
INDIVIDUAL/POOL	5	2	0	2	0	0	0
TOTAL	67	36	8	22	2	1	3

* I = Not Employed, Unemployed
II = Employed With Initial Employer
III = Employed With Other Than Initial Employer
IV = In Another Training Program
V = Not Employed, Not In Labor Force

TABLE 9

Completers Placed and Completers Not Placed - Other As Initial Employer

	Total for Whom Information Available at 30 Days	Clients Who Completed Training, Either Placed or Not Placed with Other Employer	30-Day Follow-through Status*				
			I	II	III	IV	V
POOL	123	40	8	25	2	1	4
INDIVIDUAL	51	18	5	12	0	1	0
INDIVIDUAL/POOL	8	2	0	2	0	0	0
TOTAL	182	60	13	39	2	1	4

	Total for Whom Information Available at 90 Days	Clients Who Completed Training, Either Placed or Not Placed with Other Employer	90-Day Follow-through Status*				
			I	II	III	IV	V
POOL	80	28	4	21	1	1	1
INDIVIDUAL	28	12	2	9	0	0	1
INDIVIDUAL/POOL	6	2	0	2	0	0	0
TOTAL	114	42	6	32	1	1	2

	Total for Whom Information Available at 180 Days	Clients Who Completed Training, Either Placed or Not Placed with Other Employer	180-Day Follow-through Status*				
			I	II	III	IV	V
POOL	48	14	3	8	0	0	3
INDIVIDUAL	14	5	0	4	0	0	1
INDIVIDUAL/POOL	5	2	1	1	0	0	0
TOTAL	67	21	4	13	0	0	4

* I = Not Employed, Unemployed
II = Employed With Initial Employer
III = Employed With Other Than Initial Employer
IV = In Another Training Program
V = Not Employed, Not In Labor Force

TABLE 10

Client Satisfaction*

Satisfaction with Work

Method	Satisfied		Dissatisfied		Neither		Total
Ind. & Pool	6	60%	1	10%	3	30%	10
Pool	64	68%	21	22%	9	10%	94
Individual	16	73%	4	18%	2	9%	22
TOTAL	86	68%	26	21%	14	11%	126

Satisfaction with Pay Check

Method	Satisfied		Dissatisfied		Neither		Total
Ind. & Pool	5	50%	5	50%	0		10
Pool	41	44%	31	33%	22	23%	94
Individual	13	59%	6	27%	3	14%	22
TOTAL	59	47%	42	33%	25	20%	126

Satisfaction with Supervisor

Method	Satisfied		Dissatisfied		Neither		Total
Ind. & Pool	6	60%	3	30%	1	10%	10
Pool	55	59%	17	18%	22	23%	94
Individual	12	54%	7	32%	3	14%	22
TOTAL	73	58%	27	21%	26	21%	126

Satisfaction with Location

Method	Satisfied		Dissatisfied		Neither		Total
Ind. & Pool	7	70%	2	20%	1	10%	10
Pool	59	63%	24	25%	11	12%	94
Individual	17	77%	1	5%	4	18%	22
TOTAL	83	66%	27	21%	16	13%	126

*Drawn from responses to the Booz-Allen Survey.

allowed pool slots to be negotiated without tying up funds that would not be used.

Many Counselors feel that a range of opportunities should be available to them to choose from in order to meet effectively the needs of clients and to follow the steps in the participant's employability plan. The opportunities can be available without having a subcontract in force as long as the person developing slots has made contacts with employers and presents an array of opportunities to the Counselor during team meetings.

There seems to be an assumption by many people involved in manpower programs that an individual can be placed in any slot which involves necessary work and which offsets the public grant he may be receiving, regardless of whether or not the work is appropriate to the client. The experience gained from the Vermont E&D Project does not verify this viewpoint. The work has to offer rewards to the individual other than mere monetary compensation. The work should be in line with his interests and capabilities if he is expected to perform adequately on the job.

After some experience was gained regarding pool slots, the filling of these slots was not done on a haphazard basis. Insofar as possible the slots were correlated with the individual's goals and aspirations and were filled accordingly. Therefore, "individualized placement" was made in some of the slots that were developed on a pool basis adding another dimension to the term "pool slot". In the subcontract with the largest number of pool slots, Waterbury State Hospital, this method was utilized to the greatest extent possible within the constraints of opportunities available and the potential of clients.

Some pool slots that were developed, particularly those developed on a statewide basis, were difficult to fill. The problem in filling these slots was that they required the ability to articulate and communicate information concerning a particular program and they also required reliable transportation. In short they required an individual who was nearly job-ready with few, if any, barriers to employment.

In some cases, where Counselors were unable immediately to identify a client's goals and capabilities or the client had a multitude of problems, a pool slot was used for evaluation purposes. In other words, the client was placed in a slot to see how he performed and to determine if that type of work interested him or not.

Pool slots that did not prove very successful were those called for by a prospective employer. When an employer is aware that funds exist for a particular manpower program and requests that a slot be filled in his organization his request should be viewed cautiously. He may be looking for short-term free labor without the remotest possibility of permanent retention.

F. Conclusions

1. The placement rate of participants is nearly the same regardless of the method used for initial slot development. However, there is a higher ratio of participants completing training and not being placed when the slot was developed on an individual basis than when developed on a pool basis.

2. A slightly higher percentage of Special Work employers retain participants that had slots developed using a pool method than those having slots on an individual basis. A higher percentage of participants that were in individualized slots were placed with another employer at the conclusion of training than those participants in pool slots.

3. Duration of placement does not seem to be significantly affected by the method of slot development, nor is the duration of placement with Special Work employer or other than Special Work employer as initial employer affected by the method of slot development in which the participant was placed.

4. Slots developed on an individual basis as well as slots developed on a pool basis are both necessary and desirable for appropriate placement of participants. However, subcontracts for pool slots, unless there are a number of different opportunities, should not be finalized until participants are ready to fill the slots.

5. It is desirable to have an array of pool slots available for placement of participants. But the placement within these slots should be selective; an "Individualized Placement" approach should be pursued.

SECTION V

SUMMARY

A. Summary of Findings

1. Administrative and Cost Efficiency

It was determined through interviews with Manpower Specialists who were assigned to the E&D Project that it took five to six hours to develop a slot using the pool method, while it took 50% more time on the average to develop a slot using the individual method.

An analysis of the subcontracts showed that there was a three times greater chance of a slot never being filled if it had been developed using a pool approach rather than an individual approach. Further analysis shows that there was little difference in the percentage of subcontracts that had funds recovered upon completion regardless of the method used to develop the slots. However, three times as many dollars were recovered from subcontracts developed by the pool method as were recovered from subcontracts using the individual method.

In the area of amendments to subcontracts an analysis reveals that approximately 15% more amendments were required to subcontracts under the pool method than to subcontracts developed by the individual method.

2. Employer Relations

Interviews conducted with field personnel reveal that generally employers were satisfied with the Special Work program regardless of the method used to develop slots. Occasionally, employers were dissatisfied when a pool slot went unfilled for a length of time after the subcontract period commenced, but this dissatisfaction was minimal. After the techniques of coordinating subcontract starting dates with the placement of participants were refined this problem diminished.

Supervisory problems were not considered significant under either slot development approach. However, it became apparent from the Booz-Allen survey data that the worksite supervisor was not involved in the initial planning of Special Work subcontracts in some cases; that is, negotiations had been done with management and the worksite supervisor, who would be responsible for supervising the trainees, was sometimes not fully informed of agreements reached. This was particularly true of slots

developed using the pool approach.

3. Client Outcomes

An analysis of the cross tabulation of client termination status and the method used to develop the slots in which their Special Work experience occurred shows that a higher percentage of those in individual slots completed training than of those that were in pool slots, 64% to 54%. However, there was little difference in the percentage placed upon completion of training, 38% for individual slot development and 40% for pool slot development. On the other hand, 23% of the completers in individual slots were not placed while only ten percent of the completers in pool slots were not placed.

Further analysis shows a higher percentage of Special Work employers with pool slots (52%) hire the participants, while only 46% of Special Work employers with individual slots hire the participants upon completion of training. These figures are based on information available 30 days after termination.

Duration of placement does not appear to be affected one way or the other by method used initially to develop the slot in which the participant was placed. Again, duration of placement based on the employer being the Special Work employer or other than Special Work employer is not affected by method of slot development.

In the area of client satisfaction with Special Work placement an analysis of the Booz-Allen client survey data showed that generally clients were more satisfied than dissatisfied under either method of slot development. The one exception was in the area of compensation where only 44% of those respondents in pool slots were satisfied with their pay checks.

Interviews with field personnel indicate that individualized slots may be more beneficial to clients than pool slots, but opportunities need to be developed using both arrangements. Counselors would like to know that a number of varying opportunities exist into which clients can be placed in addition to individually developed slots. The variety of slots is particularly important for those clients with a number of problems that need ironing out. However, with slots that are developed on a pool basis selective or individualized placement should be utilized.

B. Conclusions

1. From an administrative point of view there is little difference between those subcontracts developed on a pool basis and those developed on an individual basis. More time is required to develop an individual slot than a pool slot. There may be more unfilled slots under a pool arrangement than under an individual

method as well as more money tied up, but if the subcontract is closely monitored this does not become a serious problem. There is a slightly larger percentage of amendments necessary to subcontracts written using the pool approach than to those using the individual approach, but the difference is not significant.

2. There is no major problem in the area of employer satisfaction which would warrant the use of one method of slot development to the exclusion of another method. Starting dates of subcontracts developed under pool arrangements should be kept as close as possible to the date a slot is filled by a participant. This will tend to keep employer dissatisfaction to a minimum. Supervisory personnel have not been involved in the subcontract negotiations to the degree that they should have been, particularly in subcontracts developed on a pool basis.

3. Placement rates are nearly the same regardless of method followed in developing the subcontract. But the rate of those who complete training and are not placed is higher under individual slots than under pool slots. The duration of placements does not appear to be affected by one method of slot development over another, nor does it appear significant whether the placement was with a Special Work employer or another employer based on slot development methods.

C. Recommendations

The purpose of this study has been to investigate the various aspects of the Vermont E&D Project in conjunction with slot development method used. From this analysis, recommendations are being made for future Manpower programming for similar projects that might be conducted in other areas or for legislation that might be enacted.

1. Development of Public Service Employment opportunities should not be restricted to one approach. Development of slots should be done on an individual basis for participants who need such opportunities and development should also be done on a pool basis so that an array of opportunities are available for placement.

2. Contacts for pool type slots should be made by job development specialists, but the actual subcontract writing should be held in abeyance until participants are ready to fill the slots to the degree possible. The effective commencement date of the subcontract should coincide with the placement of participants; in some cases this may involve writing more than one subcontract with varying starting dates. This procedure will also reduce the amount of dollars that will subse-

quently have to be recovered.

3. The availability of pool slots or an array of potential opportunities is a valuable tool for employment service counselors. However, these slots should not be filled merely to put an individual to work, but a selective screening process should be followed and "individualized placements" made.

4. To the degree possible pool slots should be negotiated with larger employing organizations so that attrition rates will allow for the possibility of permanent retention of participants.

5. Supervisory personnel should be brought into subcontract negotiations as early as possible, so that the immediate supervisors are aware of the program and are in accord with the employer's desires. In addition, supervisory personnel should be given orientation sessions to familiarize them with the participants' problems and Public Service Employment goals.